

Activity: Recreation Management

ACTIVITY SUMMARY (\$000)

Subactivity		2002 Actual Amount	2003 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2004 Budget Request Amount	Inc(+) Dec(-) from 2003 Amount
Wilderness Mgt	\$	17,207	17,093	+155	-249	16,999	-94
	FTE	178	168	0	0	168	0
Recreation Resource Mgt	\$	45,700	44,603	+404	+3,711	48,718	+4,115
	FTE	443	429	0	+10	439	+10
Recreation Operations Fees	\$	905	1,000	0	0	1,000	0
	FTE	16	15	0	0	15	0
Totals	\$	63,812	62,696	+559	+3,462	66,717	+4,021
	FTE	637	612	0	+10	622	+10

ACTIVITY DESCRIPTION

The Recreation Management activity supports the Recreation and Resource Protection mission goals of the Department's Draft Strategic Plan. The Recreation Management activity funds BLM's role in providing resource-related recreational activities; furnishing quality visitor services; identifying and protecting wilderness values; assuring that the public receives a fair market value for any commercial ventures conducted on the public lands; and collecting recreation use and entrance fees in the best interest of the general public. These responsibilities are all encompassed by BLM's strategic goal to provide opportunities for environmentally responsible recreation.

Areas that Promote Public Land Recreation Resource Opportunities

(status as of 12/31/02)

13 National Conservation Areas 13,976,146 acres

AK	- Steese	1,194,923 acres
AZ	- Gila Box Riparian	22,047 acres
	- Las Cienegas	41,960 acres
	- San Pedro Riparian	56,400 acres
CA	- California Desert	10,671,080 acres
	- King Range	57,288 acres
CO	- Colorado Canyons	122,182 acres
	- Gunnison Gorge	57,725 acres
ID	- Snake River Birds of Prey	484,074 acres
NV	- Black Rock Desert High Rock Canyon Emigrant Trail	797,039 acres
	- Red Rock Canyon	196,890 acres
	- Sloan Canyon	48,438 acres
NM	- El Malpais	227,100 acres

15 National Monuments 4,806,267 acres

AZ	- Agua Fria	71,100 acres
	- Grand Canyon-Parashant	807,241 acres
	- Ironwood Forest	129,022 acres
	- Sonoran Desert	486,603 acres
	- Vermilion Cliffs	280,324 acres
CA	- California Coastal : 883 acres along 840 miles of coastline	
	- Carrizo Plain	204,107 acres
	- Santa Rosa and San Jacinto	86,400 acres
CO	- Canyons of the Ancients	163,852 acres
ID	- Craters of the Moon	273,847 acres
MT	- Pompeys Pillar	51 acres
	- Upper Missouri River Breaks	374,976 acres
NM	- Kasha-Katuwe Tent Rocks	4,114 acres
OR	- Cascade-Siskiyou	52,947 acres
UT	- Grand Staircase-Escalante	1,870,800 acres

164 Wilderness Areas 6,512,525 acres**585 Wilderness Study Areas 15,868,031 acres****38 Wild and Scenic Rivers, 2,061 miles**
1,005,652 acres (20% of the national system)

(85% of the national system)

California	1,031 miles
El Camino Real de Tierra Adentro	90 miles
Iditarod	418 miles
Lewis and Clark	335 miles
Mormon Pioneer	213 miles
Nez Perce	70 miles
Oregon	656 miles
Pony Express	748 miles
San Juan Bautista De Anza	89 miles
Old Spanish	(miles being determined)

2 National Scenic Trails 640 miles

Continental Divide	409 miles
Pacific Crest	231 miles

Other Congressional Designations

1 National Recreation Area:	
White Mountain, AK	998,772 acres
1 Special Management Area:	
Lake Todatonten, AK	37,579 acres
1 Headwaters Forest Reserve, CA.	7,400 acres
1 Steens Mountain Cooperative Management and Protection Area (Includes Donner and Blitzen Red Band Trout Reserve), OR	425,550 acres
1 National Outstanding Natural Area, Yaquina Head, OR	100 acres

Other Recreation Opportunities

852 Areas of Critical Environmental Concern	13,989,373 acres
45 National Natural Landmarks	417,429 acres
152 Research Natural Areas	347,214 acres
55 National Back Country Byways	2,972 miles
28 National Recreation Trails	426 miles
355 Special Recreation Management Areas	
263 National Register of Historic Places Sites	4,177 contributing properties
22 National Historic Landmarks	
5 World Heritage Sites in Chacoan Outliers, NM	
3 Biosphere Reserves in the California Desert	
2 Globally Important Bird Areas	56,500 acres
897 Recorded Caves and Cave Resource Systems	
2,626 Recreation Sites (369 are fee sites)	
484 Campgrounds	
42 Recreation Cabins	
119 Picnic areas	
8 Long-term Visitor Areas in AZ and CA	
82 Visitor Contact/Information Facilities and Centers	
300 Watchable Wildlife Viewing Sites	
99 Archaeologic or Historic Public Use Sites	
329 Boat Ramps and Water Access Sites	

10 National Historic Trails 3,650 miles

Activity: Recreation Management

Subactivity: Wilderness Management

SUBACTIVITY SUMMARY (\$000)

	2002 Actual Amount	2003 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2004 Budget Request Amount	Inc(+) Dec(-) from 2003 Amount
\$(000)	17,207	17,093	+155	-249	16,999	-94
FTE	178	168	0	0	168	0

2004 PROGRAM OVERVIEW

The 2004 request for the Wilderness Management program is \$16,999,000 and 168 FTE.

This Wilderness Management program supports the Resource Protection mission goal from the Department's Draft Strategic Plan by protecting cultural and heritage resources. Key intermediate outcome measures of performance include increasing the percent of designated Wilderness Areas that meet wilderness characteristics as specified in relevant management plans (see "Wilderness Management Performance Summary" at the end of this subactivity discussion). The President's signature on the Clark County Conservation of Public Lands and Natural Resources Act of 2002 increased the BLM's wilderness responsibilities by designating 13 new Wilderness Areas in Nevada. The BLM now manages 160 Wilderness Areas with 6.5 million acres in 10 western States. In addition, the BLM also manages over 580 Wilderness Study Areas with 16.1 million acres in 11 western States and Alaska. Funding in this subactivity supports the stewardship, protection, and restoration of Wilderness Areas, the management of WSAs, and the identification and assessment of lands with wilderness values as required by law or the BLM's land use planning process. Wilderness Areas and WSAs are located in many of BLM's National Conservation Areas and National Monuments and often contain Wild and Scenic Rivers or National Scenic and Historic Trails. BLM manages wilderness as one of the multiple-uses of the public lands, retaining the land's natural character while balancing the exercise of valid existing rights and other authorized uses.

The 2004 program will focus on the following major priorities: management of designated Wilderness Areas; management of WSAs; providing information requested by Congress to make decisions on future wilderness designations or the release of WSAs for non-wilderness uses; and providing information on the wilderness resource in support of the BLM's land use plans.



Petrified log in the Bisti/De-na-zin Wilderness, NM. Other fossils from this wilderness are curated in the Smithsonian.



Red Cloud Peak Wilderness Study Area, CO.

The BLM's goal for stewardship of wilderness is to protect these lands for appropriate uses. Challenges include completing management plans with the input of interested public and other agencies, management of authorized uses, controlling motorized use, restoration of impacted areas, and monitoring resource conditions. In 2004, major management emphases will include on-the-ground boundary identification; providing public service including developing maps and other information needed by the public; and supporting the acquisition of in-holdings from willing sellers using appropriations from the Land and Water Conservation Fund. Emphasis is on implementation of priority management actions needed for the 27 new Wilderness Areas designated by Congress in 2000 and 2002 in California, Colorado, Nevada, and Oregon.

A portion of Wilderness Management program funds are spent on the management of WSAs. The BLM is awaiting direction from Congress as to whether the 16.1 million acres of the public lands that have been designated WSAs should become a component of the National Wilderness Preservation System or released for non-wilderness uses. Even with the designation of new Wilderness Areas by Congress, management of WSAs remains as an important part of the BLM's wilderness responsibilities.

The BLM manages WSAs to prevent impairment of their wilderness values. WSA management includes providing visitor services, managing authorized uses, monitoring eliminate unauthorized vehicle use, evaluating new proposed actions to ensure non-impairment of wilderness values, and restoring and reclaiming lands disturbed by human activities. In 2004, the BLM will continue to increase its capabilities by partnering with volunteer organizations to provide some of the monitoring of WSAs. Volunteer monitoring programs will continue in several States, including California, New Mexico, and Montana. Unauthorized vehicle use within WSAs continues to cause impacts when vehicles are driven off of existing routes. Implementation of BLM's *Off Highway Vehicle* strategy targets the reduction of unauthorized vehicle use and the rehabilitation of damaged areas. In 2004, in coordination with the Recreation Management program, WSA management will emphasize monitoring vehicle use, improving signs along WSA boundaries, completing or updating OHV designations through land use plans, and providing the public with current information on WSAs.

Wilderness Legislation and Land Use Planning - In 2004, BLM will provide Congress with resource information and maps needed by Congress when they are making decisions on future wilderness designations or the release of WSAs for non-wilderness uses. When requested by Congress, this work becomes a short-term priority for the affected offices. In addition, the Wilderness Management program provides information on the wilderness resource in support of the BLM's land use plans. BLM completes evaluations to determine whether or not areas contain wilderness values. For areas with wilderness values, the decision to designate or not designate additional WSAs is made through a land use plan. This land use planning decision is made with full knowledge and disclosure of other competing values such as the presence of energy resources or motorized access.

2002 PROGRAM PERFORMANCE ACCOMPLISHMENTS

Lands inventoried for wilderness character, have increased since the Bureau embarked on a major land use planning initiative. The increased amount of wilderness inventory is due to the increase in the need to evaluate lands for their wilderness character and integrate the consideration of lands with wilderness character in land use planning decisions. Most of the increased workload identified and accomplished was reported by the BLM Alaska State Office. There was no increase in the number of Wilderness Study Areas as a result of this inventory.

Following on the designation in 2000 of over a million acres of BLM wilderness in four States, Congress in 2002 designated 13 additional new BLM Wilderness Areas in Nevada. Progress was made in all the areas of major emphasis:

- In California, the BLM manages a wealth of wilderness within the California Desert Conservation Area. In 2002, the partnership between the BLM, the California State Off-Highway Motor Vehicle Registration Division, and the Student Conservation Association continued to improve wilderness conditions in the CDCA. This year, the OHMVR and the BLM funded a second SCA crew. The SCA and other volunteers obscured over 40 miles of closed vehicle routes in 16 Wilderness Areas. This volunteer work has greatly reduced or eliminated vehicle trespass and reduced need for boundary signs and barriers.



Student Conservation Association crew completing wilderness restoration project in the California Desert Conservation Area.

- The *Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area Act of 2000*



Volunteers working in the Calico Mountains Wilderness, NV on National Public Lands Day.

designated 10 new Wilderness Areas with over 750,000 acres in northwestern Nevada. BLM's first priority was to install signs on the 800 miles of wilderness boundaries created by this Act. After signing the boundaries, volunteers from the organization, the Friends of the Black Rock-High Rock, completed an inventory of disturbed areas including closed vehicle trails. Working with grazing permittees, landowners, and others, the BLM identified those disturbed areas that may be needed in the future and those that should be reclaimed. The first reclamation project was completed within the Calico Mountains Wilderness on National Public Lands Day with assistance from four local volunteer organizations. The project reclaimed almost a mile of three highly visible closed vehicle trails. After the work

was completed with hand tools, the disturbance was seeded with donated native seed. The project successfully eliminated vehicle trespass on these closed routes.

- In New Mexico, the BLM continued to use volunteers to monitor WSAs. In 2002, all WSAs were monitored on schedule. As a result of the increased field presence, violations of WSA regulations were reduced to a total of 2 statewide.
- In Oregon, the BLM concentrated on management of the 170,000 acres of wilderness designated by the *Steens Mountain Cooperative Management and Protection Act of 2000*. A wide variety of projects were completed including completion of five legislatively required land exchanges, evaluation of existing special recreation use permits, construction of fencing required for the no grazing areas, reclamation of closed vehicle routes, and extensive outreach to permittees, other stakeholders, and the general public. In addition, an interim management plan was developed for the area and the public planning process for the area was started.
- In Arizona, the Kingman field office contracted with the Youth Corps of Southern Arizona to restore portions of three closed vehicle trails. The Youth Corps obliterated the routes to discourage further vehicle use and created seedbeds to promote re-establishment of native vegetation. Illegal vehicle use and the need for frequent monitoring have been eliminated. Total cost of the project was \$12,000.
- The BLM's Washington Office, working with the other wilderness managing agencies, climbing organizations, and the interested public has developed a resolution to the use of climbing safety devices in designated Wilderness Areas. The solution balances the need for climbers to use safety equipment with the need to manage wilderness values. BLM



Climbing in the newly designated Pine Creek Wilderness, NV.

anticipates publishing a regulation on this issue in 2003. The solution is supported by the other wilderness managing agencies, climbing organizations, companies that manufacture and sell climbing equipment, and the majority of the conservation organizations.

2003 PROGRAM PERFORMANCE ESTIMATES

In 2003, significant planned accomplishments include the following:

Wilderness Stewardship -

- Monitoring of wilderness to eliminate unauthorized vehicle use will continue. BLM will emphasize visitor services and public information to reduce unauthorized use. Where needed, the BLM will install vehicle barriers.
- Proposals for new uses will be evaluated to minimize impacts to wilderness character. The BLM reviews hundreds of proposed actions annually to ensure compliance with wilderness designation while protecting valid existing rights. The BLM continues to notify the public of all proposed actions within Wilderness Areas.
- Restoration and reclamation of disturbance remains a priority. Emphasis will be placed on returning disturbed areas to a natural appearance and eliminating additional unauthorized OHV use. In California, a unique partnership with the BLM, Student Conservation Association, and the California Off-Highway Vehicle Commission will continue. In 2003, the BLM expects to receive over \$200,000 in contributions to support this partnership. This partnership will result in the restoration of portions of 90 closed vehicle routes in 14 Wilderness Areas. In addition, the partnership will be expanded to include maintenance of wildlife guzzlers and completion of monitoring.

Wilderness Study Areas -

- Monitoring of WSAs will continue. Authorized uses of WSAs will continue to be monitored. This work will incorporate the use of partners and volunteers whenever possible.
- Proposals for new uses will be evaluated to assure compliance with the non-impairment policy.
- BLM will continue to notify the public of proposed actions within WSAs.

Wilderness Legislation and Land Use Planning -

- The Wilderness Management program will continue to support the preparation of land use plans.
- When new wilderness bills are introduced into Congress, the BLM will continue to provide the resource information requested by Congress, the administration, or the public.

JUSTIFICATION OF 2004 PROGRAM CHANGES

2004 PROGRAM CHANGES

	2004 Budget Request	Program Changes (+/-)
\$(000)	16,999	-249
FTE	168	0

The 2004 budget request for Wilderness Management is \$16,999,000 and 168 FTE, a program change of -\$249,000 from the 2003 requested level.

Information Technology Reductions, (-\$249,000) - The Department and BLM are undertaking significant information technology reforms to: improve the management of IT investments, enhance the security of IT systems and information, and realize short and long-term efficiencies and savings. The Department is taking a corporate approach that will include consolidated purchases of hardware and software, consolidation of support functions including helpdesks, email support, web services, and training. Savings will be possible by reducing, but not eliminating, IT support services at Bureau field offices and consolidating these services at the national level.

Reductions to specific BLM IT systems are also proposed. These reductions are possible because of deferring or canceling system enhancements on the Management Information System; the Federal Human Resource Information System; the Smart Card program; the Corporate Metadata Repository; the IT Enterprise Information Portal; LAWNET, which tracks law enforcement incidents and responses; Tivoli, a management tool that permits updates of software from remote locations; and Nobility, which standardizes the Bureau's efforts to automate the NEPA process

WILDERNESS MANAGEMENT PERFORMANCE SUMMARY

DOI Strategic Goal: Resource Protection						
End Outcome Goal: Protect cultural and natural heritage resources.						
End Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Percent of special management areas meeting their heritage resource objectives under the authorizing legislation.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Intermediate Outcome Goal 1: Increase knowledge base of cultural and natural heritage resources managed or influenced by DOI.						
Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Natural Heritage Resources Information: Percent of heritage resources with condition assessments and goals/objectives established through management plans. (BLM Measure)	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

WILDERNESS MANAGEMENT PERFORMANCE SUMMARY**Intermediate Outcome Goal 2: Manage special management areas for natural heritage resource objectives.**

Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Wilderness Areas: Percent of acres of designated wilderness achieving wilderness character objectives as specified in relevant management plans.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Primary Outputs funded by this Subactivity:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Inventory for Wilderness Character (acres).	N/A	60,000	11,495,000	100,000	1,600,000	+1,500,000
Prepare Wilderness/WSR/NSHT/Cultural Activity Plans (number).	4	4	0	4	4	+0
Process and Manage Non Commercial Special Recreation Permits (number).	1,700	1,100	1,600	2,000	1,600	-400
Construct/Maintain Recreation Sites (number).	18	15	15	20	20	+0
Construct/Maintain Trails (miles).	85	100	105	100	100	+0
Monitor Wilderness and Wilderness Study Areas (acres).	20,798,000	19,165,000	19,613,700	22,500,000	22,500,000	+0
Evaluate Designated Rivers and Trails (miles).	600	560	540	450	0	-450
Inspect Commercial Special Recreation Permits for Compliance (number).	5	5	10	10	10	+0

Activity: Recreation Management

Subactivity: Recreation Resource Management

SUBACTIVITY SUMMARY (\$000)

	2002 Actual Amount	2003 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2004 Budget Request Amount	Inc(+) Dec(-) from 2003 Amount
\$(000)	45,700	44,603	+404	+3,711	48,718	+4,115
FTE	443	429	0	+10	439	+10

2004 PROGRAM OVERVIEW

The 2004 request for the Recreation Resource Management is \$48,718,000 and 439 FTE.

This subactivity supports the Recreation mission goal from the Department's Draft Strategic Plan by ensuring a quality and enjoyable recreation experience on public lands. Key intermediate outcome measures of performance include increasing the number of recreation sites in good or fair condition (see Recreation Resource Management Performance Summary at the end of this subactivity discussion). Recreation and leisure activities are a major part of the lifestyle of millions of Americans as well as international visitors. The BLM-administered public lands play an important role in providing these outdoor recreational experiences. The BLM's long term-goal for recreation is to provide opportunities to the public for environmentally responsible recreation. Over 4,136 communities with a combined population of 22.2 million people are located within 25 miles of BLM-managed lands, while 7,064 communities with a combined population of 40.9 million people live within 200 miles of land managed by the BLM. Approximately 40 percent of BLM-managed public lands are located within a day's drive of 16 major urban areas in the West.

Studies indicate that over 90 percent of the population in the United States participates in some form of outdoor recreation. These studies also predict that the demand for outdoor recreation will continue to expand as the Nation's population increases. In 2002, BLM field offices reported 53.3 million visits to BLM public lands and waters, regaining most of the decrease reported between 2000 and 2001. Other Federal land management agencies also indicate either a leveling or minor increases in visitation during the same period. While detailed analysis of the reasons for this trend change has not been undertaken by the BLM, likely contributing factors include fuel costs, economic conditions, recent world events which are affecting international tourism, and BLM's steady efforts to implement standard guidelines for reporting recreation visitation on public lands.

The BLM emphasizes resource-dependent recreation opportunities on the Nation's vast western landscapes that allow the public to choose how to spend its leisure time on public lands, while preserving natural and cultural resource conditions, resolving user conflicts, and providing for public health and visitor safety. The BLM is continuing work on a Visitor and Community Services strategy that will enhance the Bureau's ability to provide services to public lands visitors and nearby communities. This effort, in combination with work on the Department's Strategic Plan and the BLM priorities for recreation and visitor services, has established the strategic direction for future investments, partnerships, and community relations that serve to meet the increasing demands for recreation opportunities on BLM public lands.

The BLM's National Landscape Conservation System includes congressionally designated National Conservation Areas, Wilderness Areas, Wilderness Study Areas, National Scenic and Historic Trails, Wild & Scenic Rivers, as well as presidentially established National Monuments. The BLM established the NLCS to provide a national framework for managing congressional and presidential conservation designations on the public lands. In 2004, primarily through funding increases provided in the Recreation Resources Management program, the BLM hopes to increase public awareness of these areas' scientific, cultural, educational, ecological, scenic, and other natural values.

The NLCS system is unique among agency conservation systems in that it emphasizes the value of partnering with local and gateway communities in developing coordinated strategies to protect the public lands, their resources, and their scenic integrity, while recognizing the integral tie that local communities have with these landscapes. Most visitor contact facilities will be located outside NLCS conservation units in adjacent communities, providing local economic opportunities while minimizing impacts from new development to protected resources in the special areas. Many traditional public land uses, such as hunting, livestock grazing, woodcutting, and driving for pleasure, will continue in most of these areas.

The BLM's management strategy in 2004 will emphasize:

- Supporting the BLM initiative to update critical land use plans to help assure motorized and non-motorized access to public lands, while limiting resource impacts and conflicts with other uses.
- Providing programs and facilities that are fully accessible to all, including upgrading facilities to provide universal access.
- Continuing to provide quality interpretive services at the 48 visitor facilities managed or co-managed by the BLM.
- Ensuring that the American public receives a fair return from the public lands for special recreational uses by assessing fees for those uses.
- Managing concession agreements with private industry to enhance visitor services at popular recreation areas.
- Providing interpretive information to all who visit BLM public lands, including those who are exploring less-developed public lands, National Conservation Areas, National Monuments, National Scenic and Historic Trails, Wild and Scenic Rivers, Fee Demonstration recreation sites, and other areas where there is an opportunity to contact visitors.

- Increasing effectiveness in helping people appreciate public land resources and gain a better understanding of how to respect and be stewards of those resources through interpretation and working with cooperating associations and other partners.
- Working with other agencies and interest groups to promote “seamless” linear trail and river management systems on statewide or regional levels.
- Ensuring scenic values on public lands are protected through continued visual resource management training, the inventory and assessment of visual resources, and design techniques for mitigating adverse visual impacts of facilities and surface-disturbing activities.
- Developing and managing partnerships, including participating in partnerships with Federal, State, and local entities and the Tread Lightly! And Leave No Trace non-profit corporations to educate the public in land use ethics; working cooperatively with other agencies, State and local governments, Tribes, and private partners to expand the recreation and educational information available on the Internet; working with local and regional tourism councils to implement tourism strategies for BLM, State, and private lands; and accepting the contributions and managing the efforts of challenge cost-share partners and volunteers to extend the capability of resources available to the BLM.

Travel needs on the public lands are accommodated by thousands of miles of roads and trails, most of which also serve as access to recreational destinations and activities. Over 85 percent of BLM field offices identify trail-related activities as an important part of the recreational opportunity. Opportunities include National Scenic, Historic, and Recreation Trails and OHV destinations, including areas like the Imperial and Dumont Sand Dunes in California and the Piute Trail System in Utah, which provide unparalleled motorized recreation opportunities. Public lands near Moab, Utah, provide world-class mountain biking opportunities. In addition, hiking, snow, and water sports, equestrian use, and hunting activities are all dependant on access and trails. There are also requirements that more of the public lands become and remain accessible to all populations, including persons with disabilities.

The growing popularity of access-dependent recreation opportunities, improvements in equipment technology, and encroachment of populations into formerly remote areas of public lands have presented BLM with significant challenges. BLM faces dual missions of accommodating public use and access, yet also protecting and ensuring the sustainability of the resources and values that these lands provide. BLM has completed two access-related public strategies involving staff and general public recommendation processes. In early 2000, the agency released the National Management Strategy for Motorized Off-Highway Vehicle Use on Public Lands. In November 2002, BLM signed the National Mountain Bicycling Strategic Action Plan. A third document is currently being



OHV use at Imperial Sand Dunes, CA.

planned. The three strategies will outline a series of recommended actions, and build public support for appropriate management support to best meet the needs of these challenging and important priorities.

Meanwhile, recreational access is an important component of most land use plans, and recreation staff members in BLM offices are critical to the completion of the approximately 70 major planning projects currently underway, including almost 30 “time sensitive” plans that are being completed on accelerated schedules. Several of the land use planning efforts include settlements for lawsuits related to access, including two in Utah and in the California Desert.

Recreation management activities for rivers, including designated Wild and Scenic Rivers, encompass enhancing visitor services and community partnerships, providing interagency coordination, evaluating and enhancing resources, developing and providing educational and interpretive materials, managing commercial and competitive uses and activities, and monitoring through patrols and overflights. The Beaver Creek Wild and Scenic River in Alaska is an example of an area where, in 2004, increasing recreation use will require improving and maintaining recreation facilities and access outside the WSR corridor.

BLM works closely with communities and uses partnerships to provide interpretation and education as a critical component of its recreation, visitor services, and overall Recreation Resource Management program. Activities include installing interpretive media such as wayside exhibits, and developing interpretive sites, which often attract additional revenue for the affected communities. In 2004, BLM will continue to expand and improve the interpretive toolbox web site which provides field staff with easy access to information on the latest techniques and materials to develop effective interpretive programs. BLM will continue to expand its partnerships with private non-profit interpretive cooperating associations, implement a handbook on cooperating associations, and present training on developing cooperating associations at BLM sites in conjunction with the U.S. Forest Service and the Association of Partners for Public Lands. BLM will also continue interpretive planning and develop interpretive prospectuses for National Monuments, National Conservation Areas, and National Historic and Scenic Trails.

In 2004, the BLM will continue to complete priority project work along the Lewis and Clark National Historic Trail in Idaho, and Montana where BLM has stewardship responsibilities. The BLM’s theme for the Bicentennial Commemoration is “Walk in the Footsteps of Lewis and Clark,” where the BLM public lands will serve as a “museum without walls” for the millions of visitors who wish to embark on their own journeys of discovery. The BLM’s highest priorities include partnerships with communities and Tribes, and projects and activities on public land sites visited by the original Corps of Discovery.

The areas under the greatest pressure from community growth continue to be a priority for BLM management. Many of the planned projects in these urban interface areas are interdisciplinary in nature, will be funded from several subactivities, and will include partners to the extent possible to leverage Federal funds.

In 2004, BLM will focus its management actions in areas directly affected both by growing and large communities and by communities where demand for recreation opportunities is increasing

significantly. For example, the BLM will continue to assist the community of Baker City, Oregon, through the operation of the National Historic Oregon Trail Interpretive Center, a world-class facility that interprets an important historic era in the development of the West. The center serves as a focal point for the cultural heritage traveler, contributes to a viable tourism industry for the area, and helps maintain strong community partnerships.

The BLM is also providing a continuing focus on the units of the National Landscape Conservation System. BLM's conservation units, such as National Conservation Areas, Recreation Management Areas, National Monuments, Areas of Critical Environmental Concern, and Forest Reserves) require significant recreation management resources.

2002 PROGRAM PERFORMANCE ACCOMPLISHMENTS

The BLM found that 5.1 percent of its Recreation Fee sites and other selected recreation sites are universally accessible to people with disabilities. This figure will increase as the Bureau begins making corrections and retrofits for the deficiencies identified during these evaluations. Many of these deficiencies can be corrected with minimal effort and resources.

Customer survey data collection and analysis was not completed in 2002 but will resume in 2003. In 2003, the BLM will collect customer survey data at 45 sites, including the sites for which BLM had planned to collect information in 2002. The results from the customer surveys at these 45 sites will be reported in the 2003. The survey delay in 2002 was due to changes in the survey instrument. During 2002 the BLM's National Recreation Group, in consultation with the NLCS, revised customer survey questions in response to an analysis of results from previous surveys, and added additional questions concerning the economic aspects of recreational use at NLCS sites and other BLM-managed recreation areas. This resulted in beginning just a few of the surveys in the middle of the 2002 use season, with most of the scheduled 22 surveys being postponed until the 2003 use season.

Four output measures related to the issuance, management, and monitoring of recreation and special recreation use permits are demand-driven. Although the numbers of these permits processed has steadily climbed over the years, numbers could potentially bounce up and down based on the number of individuals and commercial interests seeking permits from BLM. This workload is difficult to predict.

Seven output measures related to the inventory, assessment, and monitoring of recreation areas and linear features are based on both planned and unplanned events. In the past year, BLM has focused intensely on areas and linear features related to time-sensitive and other priority plans. The difference between actual and planned workloads was the result of responding to issues related to these planning efforts. The actual workload is also somewhat difficult to predict depending on the intensity of the work required. This is particularly the case in inventory efforts where the actual workload may disclose additional required work to complete the task. Thus planned workload is difficult to predict.

Planned construction and maintenance activities for recreation sites, trails, and roads generally met or exceeded planned workload.

The 16 percent shortfall in planned completion of recreation activity plans (52 instead of the planned 62) was principally the result of redirecting priority workload to time sensitive and other priority resource management plans.

In 2002, the major accomplishments in the Recreation Resources Management program included the following:

- The BLM completed its National Mountain Bicycling Strategic Action Plan in November 2002. This document, updating a 1992 strategy, incorporated participation from agency staff, the mountain bicycle community, and the public, and was well received by most of the people it will directly affect. This document is a foundation for a cooperative style of management that can provide a more consistent and proactive approach to mountain bicycle management. It encourages effective use of existing staff, resources, volunteers and partnerships, and provides more guidance for incorporation of management into land use planning.
- The BLM completed and published new, streamlined and updated Special Recreation Permit Regulations. These new regulations will improve both customer service and interagency consistency in issuance of commercial and non-commercial permits. Additionally, the new regulations will reduce administrative costs, provide better cost-recovery for the BLM, help provide business security, and encourage better business practices for outfitters, guides, and other local businesses which are dependant on public land recreation permits.
- The BLM completed its Director's Priorities for Recreation and Visitor Services, providing an important element to the overall strategy to enhance recreation and visitor services opportunities on public lands.
- National Public Lands Day projects in September 2002, included more than 77 sites on BLM lands, and over 7,000 volunteers participated. A major NPLD celebration for BLM was a ceremony to mark the conclusion of Explore America's Backyard, a celebration of American public lands. America's Backyard was a project cosponsored by BLM, Public Lands Information Association, and National Geographic Magazine. The project had included a two-month multi-modal trek by two groups of travelers, jointly covering 3,200 miles from Canada to Mexico, entirely on public lands managed by several agencies, including the BLM.
- BLM has worked with State, local, tribal, and Federal agencies in preparation for several signature NLCS events. Significant progress has been made with the Department of the Interior in planning the signature events for the Lewis and Clark Commemoration throughout the West, including the kickoff event in Monticello, Virginia on January 18, 2003. Field office preparation in 2002 included facility maintenance; enhanced road signing; community and tribal coordination; enhanced public safety preparation; and the development of brochures, maps and other materials to aid the public in gaining information about this historic event.

- The Bureau of Land Management has entered into a number of very successful partnerships to foster multiple-use stewardship in specially designated areas. For example, BLM works closely with the Cochiti Tribe and local government in the management of the Kasha Katwue-Tent Rocks National Monument. The Cochiti play a significant role in the on-the-ground management and use the site for opportunities to educate youth in natural resource science and management. The BLM's Las Cienegas National Conservation Area has developed partnerships with a broad diversity of interests which has taken a leadership role in the development of the Resource Management Plan and established a non-profit foundation for management of the area. Additional leading partnerships exist at Red Rock Canyon NCA, King Range NCA, Headwaters Forest Reserve, and the Steens Mountain Cooperative Management and Protection Area.

2003 PROGRAM PERFORMANCE ESTIMATES

In 2003, significant planned accomplishments include the following:

- Managing 38 Wild and Scenic Rivers; inventorying, studying, and assessing potentially eligible and suitable WSR river segments; issuing permits; continuing partnerships; providing quality visitor services; and protecting some 4,000 miles of floatable rivers and 177,000 miles of fishable streams.
- Implementing the recently completed Imperial Sand Dunes Recreation Activity Management Plan, which represents a significant step in BLM's effort to responsibly manage one of the Bureau's largest, most visited, and most controversial recreation areas.
- Providing additional on-the-ground support to the Bureau's Cave and Karst program, including focusing on providing increased visibility at cave locations (interpretive signs and kiosks), increasing public awareness of cave safety and use ethics, determining base line data on fragile cave resources, and providing resource protection.
- Working with social scientists from other land management agencies and key academic researchers to design visitor information and research strategies to aid BLM in successfully delivering visitor services to the increasing number and diversity of visitors using BLM public lands and surrounding communities.
- Improving access to information about recreational opportunities on public lands using internet technology, which gives the public an electronic alternative for obtaining one-stop visitor services and recreation information.
- Developing new and enhanced educational opportunities and programs that provide environmental education, site interpretation, and developing more compatible land use ethics among public lands visitors.
- Collaborating with local communities and partners in the management of numerous visitor centers and contact stations. These facilities are significant places for BLM to distribute information about BLM and the unique recreational resources that occur on public lands.

Increased efforts will be directed to collaborating with local communities in designing and locating new visitor and interpretative centers, including the re-design of Pompey's Pillar Visitor Center and the newly opened Big Water and Cannonville Visitor Centers at the Grand Staircase Escalante National Monument.

- Working with the U.S. Forest Service in developing and testing innovative techniques for rehabilitating OHV trails in muddy areas within the Alaska White Mountains National Recreation Area.
- Working with State and other Federal partners in seeking joint collaborative management of trails and OHV activities in Arizona, California, Colorado, Montana, Oregon, Utah, and Wyoming.
- Completing Resource Management Plans and initiating implementation actions for most of the 15 National Monuments and 15 National Conservation Areas. These new land use plans will set management goals and objectives, address transportation needs, and establish comprehensive resource interpretive strategies for meeting the public interest in learning about these special places.
- Completing the San Rafael Swell Travel Management Plan for Utah BLM's Price field office which will lead to implementing the designated road and trail network and controlling the amount of motorized travel in the extremely sensitive area the following year.
- Striving to achieve universal accessibility at all its recreation facilities and programs through completion of the Accessibility Data Management System evaluations at recreation sites, development of action plans for elimination of access barriers identified, and implementation of corrective action through retrofits and facility maintenance. BLM will increase the percent of universally accessible facilities from 5.1% in 2002 to 7% in 2003.
- Participating in the Wonderful Outdoor World program, which introduces disadvantaged, inner city youth to healthy, outdoor fun through a hands-on camping experience that teaches responsible outdoor ethics.
- Ensuring scenic values are recognized as an important recreation benefit on public lands. Visual Resource Management Training in Wyoming will help managers, staff, and specialist personnel in techniques for minimizing visual impacts of energy and other development activities near National Historic Trails.

The following are examples of collaborative and cooperative management activities and projects that have been and will continue to be funded in the Recreation Resource Management program

- The BLM Lewis and Clark Bicentennial Commemoration project work involves collaborative partnerships with Tribes, communities, and private landowners along the route of the National Historic Trail to prepare for the millions of visitors who will travel "in the footsteps of Lewis and Clark." Priority focus includes developing visitor centers at Pompeys Pillar

National Monument and Fort Benton, in Montana, and the design and construction of the Sacagawea Interpretive and Educational Center in Salmon, Idaho.



Enjoying a hike on the public lands.

- Management of the 3,650 miles of National Historic Trails on BLM lands, which represents 85 percent of the entire NHT mileage on Federal lands in the United States, will focus on developing partnerships to improve public access by producing educational/interpretive materials, and on continuing the historical and archaeological studies needed that support these efforts. An area of ongoing emphasis is making improvements to the infrastructure at designated sites along the route of the Lewis and Clark expedition.
- The BLM will continue activities and projects associated with the Interagency WSR Coordinating Council, along with its 16 Federal and State representatives, in the Bureau's eighth year of facilitating consistent interpretation and coordination of the WSR Act, facilitating training, mentoring, and providing technical assistance to Federal and State river-administering staff and managers

The Bureau has been working to develop a strong partnership with other trail managing agencies, non-profit trail organizations, and private organizations that provide training and support trail work. As a result, a National Trails Training Partnership was formed during 2000-2002, and an agreement has been signed by 13 trail organizations across the spectrum of trail users, including the American Hiking Society, Backcountry Horsemen of America, the International Mountain Bicycling Association, American Motorcyclist Association, Tread Lightly, Leave No Trace, American Trails, National Off-Highway Vehicle Conservation Council, Western Trailbuilders, the Association of State Trail Administrators, Trails Unlimited, and the Partnership for the National Trail System. Accomplishments of the group and its four federal and state trail and park partners include the creation of www.nttp.net, hosted by American Trails, which includes a calendar of all trails-training related events and resources. This partnership is the 4 C's in action, and is a way to foster expert volunteerism on public lands.

JUSTIFICATION OF 2004 PROGRAM CHANGES

2004 PROGRAM CHANGES

	2004 Budget Request	Program Changes (+/-)
\$(000)	48,718	+3,711
FTE	439	+10

The 2004 budget request for the Recreation Resource Management program is \$48,718,000 and 439 FTE, a program change of +\$3,711,000 and +10 FTE from the 2003 requested level.

Resource Monitoring, (+\$175,000 Non-NLCS, +\$175,000 NLCS) – The BLM recognizes that systematic resource monitoring has not been a sufficient priority in the past, and OMB's recent Program Assessment Ratings Tool of BLM's restoration function highlighted this insufficiency. These funds would contribute to the Recreation mission goal from the Department's Draft Strategic Plan by reducing the number of reported incidents at recreation areas and sustaining the 85 percent visitor satisfaction with the fee paid. Resource monitoring will be improved to track the cumulative impacts to, on and from recreation opportunities and visual resources. Monitoring activities will be targeted to increase capacity and capability of conducting visual resource analyses and socio-economic impacts to recreation and public access from proposed resource activities such as processing permits or assessing actions related to mineral and energy development, range and forestry, wildlife restorative efforts, right-of-ways or exchanges and developing mitigation or conducting supporting analysis for other proposed resource management activities or permits. Monitoring will also be expanded to document and evaluate recreation use impacts.

Non-NLCS recreation projects that would be funded include the following:

- In Colorado, equipment will be purchased to improve and expand visitor use monitoring. User trends and visitor use patterns will be monitored and documented on BLM lands in Colorado through integration of hi-tech global positioning and geographic information system techniques.
- Provide heightened monitoring, compliance, and visitor assistance during bison hunting season at Henry Mountain, Utah. This is the only free-roaming, hunted, wild bison herds in North America.
- Produce baseline mapping of existing perennial woody vegetation through geographic information system mapping and aerial photography to monitor impacts of OHV use at Hot Well Dunes Recreation Area, Arizona.

Other non-NLCS recreation projects that would be funded include:

Project Name	State	Description
Recreation User Survey	ID	User Survey; Sands Ecosystem Management Area.
Wildlife Impact Inventory	CO	Monitoring of winter recreation impacts to wildlife near Gunnison.
Off Highway Vehicle Programatic Evaluation	NV	Off highway vehicle use impacts inventory to support future programmatic environmental assessments and monitoring plans for special recreation permit events.
River Recreation Management	ID	Special Recreation Permit clearance, site evaluations, post event monitoring for Lower Snake River District.

Project Name	State	Description
Lower Madison River Recreation Activity Management Plan	MT	Implementation of directives in RAMP; restoration, new facilities, enforcement, education, and signing.

An NLCS project typical of those that would be funded is monitoring of recreation use, user and landowner perceptions, and transportation impacts on the recreation portion of the Rogue Wild and Scenic River will evaluate whether BLM management decisions are achieving the desired resource conditions anticipated in management plans and required by the *Wild and Scenic Rivers Act*.

Other NLCS projects that would be funded include:

Project Name	State	Description
Lower Madison River	MT	Monitoring weeds, recreation use and permitted outfitters.
Develop Monitoring Strategy	WO	Develop a national wilderness monitoring strategy.

Travel and Public Access Management, (+\$1,300,000 Non-NLCS, +\$200,000 NLCS) - These funds would contribute to the Recreation mission goal from the Department's Draft Strategic Plan by contributing to the improvement of visitor satisfaction in meeting public demand for recreation opportunities and increasing percent of universal access to facilities.

BLM will establish a comprehensive approach to travel and transportation management, including initiating comprehensive travel management planning in high priority locations and implementation of on-the-ground actions including: improving and installing on-the-ground access signing, route identification, access mapping, OHV and trail activity monitoring and other access improvement or management actions.

Non-NLCS recreation projects typical of those that would be funded include the following:

- BLM will initiate a project to mark, map, and maintain a network of roads and trails throughout the California Desert District, in San Bernardino, Riverside, Kern, and Imperial Counties. Several management plans were completed during 2003, and rapid implementation is required to provide continued motorized access in the sensitive desert habitat.
- BLM will work with U.S. Forest Service, local communities, and several interest groups to implement existing motorized plans, and start new planning efforts, to better manage motorized recreation on public lands in the area near Canon, City Colorado.

Other non-NLCS recreation projects that would be funded include:

Project Name	State	Description
Lake Havasu Field Office Road and Trail Inventory	AZ	Road and trail inventory-BLM portion of cost- share.
Salmon field Office-Land Use Plan-Travel Management Implementation	ID	Salmon field office: Publish and implement final plan, continuing development of road and trail inventory, and developing designations for roads and trails.
Montana/Dakota Travel and Trail Management	MT	Implementation of statewide travel management: including, road and trail inventory, map production, trail signing, and user education.
Fort Stanton Implementation	NM	Completion of designated route network plan and implementation within Fort Stanton historical area.
Duck Creek Technical Review Team	NV	Implementation of travel management plan developed by collaborative planning effort, joint venture between BLM and local community.
Sand Dunes Management, Lakeview Resource Area	OR	Partial funding for extra staffing to manage Sand Dunes area.
San Rafael Travel Management Plan	UT	Mapping, signing, trail reroutes, and monitoring to allow motorized use management plan in sensitive area.
Travel Management Implementation	WY	Collect data and produce maps, other travel management implementation, various areas of WY.
Route Inventory- Arizona Lands north of Colorado River	AZ	Inventory and evaluation of OHV opportunity in non-monument areas of Arizona Strip.
Off Highway Vehicle Strategy Implementation	ID	Designation actions, on-the-ground activities for RMP, map and education program development, construction; maintenance, signing and patrol.
OHV Inventory	NM	Second year funding in 3 year cycle to complete OHV inventory, Socorro field office.
Logandale Multi-Use Trails	NV	Multi-partner effort to manage urban interface area north of Las Vegas.
Science and Technology Center Map Development Support	ST	Support for planning efforts by digitizing maps for planning.
Reno and Hungry Valley Recreation Planning	NV	User and community outreach for land use planning effort in Southern Washoe County.
OHV Recreation Improvements	OR	Prineville field office: leveraged funding for various OHV management priorities.
Five Mile Pass Route Marking and Information Development	UT	Salt Lake field office in Tooele and Utah County for additional OHV user education, and route delineation.
Kremmling Travel Management Plan	CO	Route survey, GIS, archeological survey, map development and signing.
Dona Ana County Recreation	NM	Infrastructure and visitor services funding to manage recreation access in urban interface area.

An NLCS project typical of those that would be funded is route designations on the recently completed time sensitive plans in the California Desert Conservation Area. Implementation will focus on the highest priority signing, public outreach, installation of route barriers, rehabilitation of closed roads, and monitoring of public use.

Other NLCS projects that would be funded include:

Project Name	State	Description
Gila Box NRA	AZ	Implement LUP action along a historic foot trail and abandon railroad bed.

Visitor Services, (+\$844,000 Non-NLCS, +\$200,000 NLCS) – These funds would contribute to the Recreation mission goal from the Department's Draft Strategic Plan by increasing universal access to facilities. Visitor services will be enhanced and expanded through such efforts as: development of a comprehensive public land sign program; development of a bureau-wide strategy for visitor services; providing on-the-ground recreation opportunity enhancements; conducting research and analysis of customer and visitor satisfaction measured by workload accomplishments and outputs and trends; expanding egovernment opportunities such as Rec.gov; and enhancing other customer and visitor service delivery elements such as infrastructure, informational materials, and websites.

Non-NLCS recreation projects typical of those that would be funded include the following:

- Updating the Idaho Snake River Activity Operations Plan to provide the guidance to manage the increase in public and commercial recreational uses, accounting for such issues as special status species, Wild and Scenic River suitability, and increased development on the private lands which are interspersed with public lands along this heavily used river corridor.
- Improving management capacity for Virginia's Meadowood Farm and Maryland's Douglas Point. These recently acquired tracts provide valuable open space and future recreation opportunities for the rapidly developing Washington, DC metropolitan area.

Other non-NLCS recreation projects that would be funded include:

Project Name	State	Description
Moab Colorado Riverway Phase 3	UT	Implementation of Phase 3 of the Riverway Plan, which will upgrade additional recreation facilities, complete additional measures to provide for public health & visitor safety, restore additional sites damaged by past recreational use, and further reduce user conflicts.
Snake River Plan Revision	ID	Amend Snake River Activity and Operations Plan.
Growth in Special Recreation Permits Workload	CO	Analyze Royal Gorge Special Recreation Permits by working with recreation users to determine the types of services and permits which should be offered to accommodate present and future recreation user demand.

Project Name	State	Description
Daily Recreation Services	AZ	Maintenance contract for 22 recreation sites in the Safford field office to ensure visitor facilities provide quality visitor services.
South Spit Recreation Area	CA	In cooperation with the State of California provide management of the South Spit Recreation Area of Humboldt Bay to ensure public access and quality visitor experiences. Efforts include site development, fencing of sensitive habitat areas, installation of signs, and necessary staffing for site management.
Visitor Services Implementation	WY	Provide additional visitor and interpretive services on BLM managed lands throughout the state of Wyoming.
Las Cruces Field Office Cultural Site Rehabilitation	NM	Historic site rehabilitation and cultural site recordation.
Recreation Maintenance	MT	Annual maintenance and operation of Schnell Recreation Area.
North Lake Recreation Management Plan	OR	Begin preparation of Recreation Activity Management Plan for Lakeview resource area.
Alaska Visitor Services Management	AK	Increase recreation management capacity in AK.
Special Recreation Permits Standards	UT	Establish Special Recreation Permit standards for Richfield field office and Henry Mountains.
Special Recreation Permits, Special Areas & Trails	ID	Increase capability to expeditiously respond to permit applications and to manage these permits to meet public demand for permitted activities.
Service First Support	CO	Shared funding for planner and snow ranger for Durango Mtn. Resort.
Arizona Recreation On-Line Reservation System	AZ	Provide E-government recreation permit infrastructure.
Signs	OR	Develop a sign plan and acquire and install recreation site signs on BLM lands managed by the Spokane field office.
South Fork Maintenance and Visitor Services	CA	South Fork American River maintenance partnership with El Dorado County to provide quality visitor services.
Recreation Maintenance and Visitor Services	MT	Annual operations and maintenance for facilities in Fort Meade Recreation Area to provide quality visitor services.
Sand Wash Site Development and Improvements	UT	Provide better pre-trip orientation to improve knowledge of visitors embarking on multi-day river trips. Protect sensitive resource values and improve road access to site.
Upper Snake River District Visitor Service	ID	Provide visitor services on Upper Snake River District.

An NLCS project typical of those that would be funded includes the management and administration of the Rogue Wild and Scenic River and the associated Smullin Visitor Center, located at the National Historic Rand Site. Work would include improving boater permit management, improving public access, assisting visitors with information requests, and

augmenting the management of the Smullin Center. This need is supported by the local community, the commercial boating interests and the recreating public.

Other NLCS recreation projects that would be funded:

Project Name	State	Description
Colorado Canyons National Conservation Area	CO	Relocate 4 trailheads along Black Ridge Canyons to increase protection and better serve the public.
Sonoran Desert National Monument	AZ	Outreach, visitor services, and develop information products on resource values and use.
Lewis and Clark Commemoration	ID	Prepare for Commemoration and signature events

Partnerships for Visitor Services and Recreation, (+\$300,000 Non-NLCS, +\$300,000 NLCS) - These funds will contribute to the Recreation mission goal from the Department's Draft Strategic Plan by increasing the percent of recreation areas with established community partnerships and by increasing reported recreation volunteer hours by 5,000. This funding increase will be used to encourage and expand partnerships, collaboration and outreach for recreation and visitor services at the national, regional and local level. Specific workload includes training support, grants and fundraising assistance, website development, and support in the development of partnership expertise and coordination. This activity is in addition to workload funded under the Challenge Cost Share program and provides the means to facilitate partnerships through expansion of agency partnership capabilities and program support.

Non-NLCS recreation projects typical of those that would be funded include recruiting and managing volunteers who give services to the Recreation Resource Management program in maintaining facilities and grounds when there is insufficient staffing to accomplish work. Site Host Volunteers clean restrooms, pick up trash, trim trees, pull weeds, mow lawns, ensure that fees are paid by the public, provide on-site presence to deter vandalism, and serve as a public contact for information as a BLM representative.

Other non-NLCS recreation projects that will be funded include:

Project Name	State	Description
Boise Front Partnership	ID	Partnership with Boise City, Ada County and U.S. Forest Service.
Recreation Visitor Services	MT	Provide support to increase BLM staff and volunteer presence on public land and at local outreach events.
Las Cruces Field Office Travel Management	NM	Partnership with local government, U.S. Forest Service and Border Control to enhance travel management plans.
Nevada State Parks, Nevada Division of Wildlife Partnership	NV	Cooperative management actions involving BLM, Nevada State Parks, Nevada Division of Wildlife, and sportsman's group.

Project Name	State	Description
BLM and FS Co-Location Project	OR	Co-location of U.S. Forest Service with Burns District.
Pelican Lake Fishing Pier	UT	Improve safety and accessibility for persons with disabilities for fishing access at Pelican Lake. Partnership with Utah Division of Wildlife Resources.
Partnerships Package	WY	BLM contribution to support operations of the National Historic Trails Center in cooperation with the Center's Foundation and the City of Casper.

NLCS projects typical of those that will be funded include the following:

- The BLM manages 25 developed recreation sites along the Upper Missouri River associated with the historic Lewis and Clark Trail. Maintenance of these facilities is currently accomplished through a partnership with Montana State Parks, the Pennsylvania Power and Light Utility Company, and the Recreation Fee program. The requested funding increase would be matched with partners to conduct annual operations work such as garbage collection and septic tank pumping, public water system testing, maintaining emergency response communication systems, and providing supplies and materials for volunteers.
- President Bush recently signed the designation of the Old Spanish National Historic Trail into law. In cooperation with the National Park Services, state and county governments, the BLM will use this funding increase to establish a more formal relationship with the Old Spanish Trail Association in order to initiate the development of a management plan and a public outreach strategy for the trail in Utah.

Other NLCS projects that would be funded include:

Project Name	State	Description
Tent Rocks National Monument	NM	The Pueblo de Cociti and the BLM have entered into model partnership for managing the Kasha-Katuwe Tent Rocks National Monument. The funding federal would be leveraged through the Pueblo to develop additional resource interpretative and environmental education projects.
Gunnison Gorge National Conservation Area	CO	Work with local government, schools and NPS on joint education outreach program.
Lower Deschutes Wild and Scenic River	OR	Cooperative education and interpretative program with local government.
Casper National Historic Trail Center	WY	Joint visitor center management with U.S. Forest Service, BOR, and the City of Casper.
Santa Rosa San Jacinto Mtns National Monument	CA	Joint management of interpretative displays, educational materials, and living history with USFS and local Native American Tribes.
El Malpais National Conservation Area Multi-Agency Visitor Center	NM	Support the interagency visitor center.

Recreation: Gateway Communities, (+\$150,000 Non-NLCS) – These funds will contribute to the Recreation mission goal from the Department's Draft Strategic Plan by increasing partnerships, providing new volunteer opportunities, and reducing the number of public safety incidents reported at recreation areas. Gateway Communities support will be expanded to encourage sustainable development and provide travel, tourism and community-based conservation support. Specific activities include support for Gateway Communities, facilitating community outreach and coordination through community liaisons, developing collaborative visitor services or information delivery, conducting socio-economic research, supporting recreation-related law enforcement or emergency services agreements to mitigate visitor impacts on community services, and coordinating regional partnerships and tourism activities.

Non-NLCS recreation projects typical of those that will be funded include the following:

- Create a 17-mile hiking trail along the banks of the Amargosa River from Shoshone, California to State Highway 127 west of Dumont Sand Dunes at Amargosa Natural, Scenic, and Recreation Area.
- Completing the commitments that BLM has made for the shared management of the Arkansas Headwaters Recreation Area, conducting visitor surveys for the Gold Belt Tour National Scenic Byway, and beginning new planning to accommodate the increasing dispersed recreation occurring throughout the area managed by the Royal Gorge Field Office in Colorado.

Other non-NLCS recreation projects that will be funded:

Project Name	State	Description
Eastern Idaho Visitor Center	ID	Provide BLM support for the Interagency visitor center (BLM, FS, and Greater ID Falls Chamber of Commerce).
Heritage Tourism Strategy	NM	Develop a comprehensive and detailed strategic plan for the development and implementation of cultural tourism as projected under an agreement with Mexico's National Institute of Anthropology and History to improve programs of cultural tourism in border region.
Silver Saddle Ranch	NV	Provide BLM share to manage open Space and undeveloped Carson River frontage in Reno-Carson City-Gardnerville in cooperation with the City of Carson City and the Carson River Advisory Council. This urban area is one of several Nevada gateway communities.
Outback National Scenic Byway	OR	Improvements to the byway which runs to the CA line. Improvements would include a picnic area, vault toilets, and an interpretive kiosk. Partners are the Federal Highway Administration and OR Department of Transportation.
SW Utah Community Trails	UT	Continue development of a 500 mile shared and single use trail system in partnership with 11 communities in Washington County. One third of the system has been completed using cooperative agreements, matching grants, labor grants volunteers, and donations.

Interpretation, Stewardship Education, and Volunteers, (+\$356,000 Non-NLCS, +\$850,000 NLCS) - These funds would contribute to the Recreation mission goal from the Department's Draft Strategic Plan by contributing to the improvement of visitor satisfaction in meeting public demand for recreation opportunities and increasing universal access to recreation facilities. The funds will expand current investments in interpretation, education and volunteer strategies, and expand capacity at high priority and high visitor use areas. This also supports volunteer program development, volunteer recruitment and expanded public service opportunities. Specific support is provided to stewardship education efforts including Leave No Trace, Tread Lightly and other national outreach events, partnerships and projects.

Non-NLCS recreation projects typical of those that will be funded include the following:

- Providing an OHV ethics and education program for Utah's youth as a partnership in conjunction with Utah State Parks, Utah State Trust Lands, the U.S. Forest Service, and the Utah Department of Wildlife Resources. The program involves presentations in schools, at scouting events, and at other special event opportunities.
- Provide staff support to develop the themes and text for new displays at the Eastern Idaho Visitor Center in Idaho Falls. This interagency (Greater Idaho Falls Chamber of Commerce and the U.S. Forest Service) center educates the public about regulations and opportunities on both public lands and other matters of regional importance.

Other non-NLCS recreation projects that will be funded include:

Project Name	State	Description
Alpine Triangle Interpretation Management Plan	CO	Design, manufacture, and install interpretive displays and materials in the Alpine Loop & Silver Thread Interpretive Center to give visitors a better understanding of existing resources and recreation opportunities.
Chamber of Commerce	AZ	Cost-share for Graham County Chamber of Commerce information center.
Heritage Interpretation	OR	Design, construction and installation of interpretive panels and bases at three locations in the Burns District.
Lovelock Cave Back Country Byway	NV	Nature trail relocation and implementation of interpretive plan.
Short Canyon ACEC	CA	Preparation to develop interpretive panels and a display shelter.
Squaw Leap Visitor Services	CA	Develop an interpretive plan; design, purchase and install interpretive signing; and coordinate and improve ongoing partnerships with local schools.
Shotgun Interpretation	OR	Design and install interpretive panels and sign supports to promote responsible use and stewardship.
Royal Gorge Field Office Interpretation & Education	CO	Update existing and implement new interpretive & educational programs on Arkansas Headwaters and Gold Belt tour. Development and initial implementation of the interpretive accessibility requirements identified in FY 02 evaluations.

Project Name	State	Description
Junior Ranger Program	CA	Provide support to California Desert District Junior Ranger program, a series of ongoing field and office classes and events to allow participants to learn about the desert and BLM's management responsibilities.
Cascade Streamwatch	OR	Provide underserved schools in the Portland metro area with a comprehensive science-based resource education program that focuses on fisheries and watersheds at the Cascade Streamwatch interpretive facility.
CCS Songbird Celebration	OR	Provide environmental education at Wildwood Recreation Site including educational displays and exhibits, guided walks, demonstration and other activities in conjunction with the annual Songbird Celebration event.
CCS Salmon Festival	OR	Environmental education in conjunction with a two-day annual event concerning anadromous fish at Metro's Oxbow Regional Park. Activities include exhibits, guided walks, children's activities, and special performances.
5th Grade Contest	OR	Conduct annual poster contest as part of vandalism education partnership with Pacific Northwest 4WD Association. The winning design is printed on auto trash bags.
Sunstone Recreation Site Improvement	OR	Replace interpretive sign at recreation site.
Little Yampa Canyon Planning & Monitoring	CO	Provide support to increase interpretation, education, and outreach in Little Yampa Canyon SRMA.
Scattered Apples Trail	OR	Install interpretive signs along the interpretive trail interpreting treatment and non-treatment areas.
Geologic Interpretation Intern	OR	Prepare geologic interpretation summary and locate new material sites for route maintenance.

A project typical of those that will be funded in the NLCS include enhancing visitor contacts and information in the Ironwood Forest National Monument. Visitor safety has been compromised as a result of the international smuggling of undocumented immigrants and illegal drug trafficking. Field staff would provide signs, brochures, field contacts, trash removal and other visitor contact necessary to enhance the visitor experience in a safe environment.

Other NLCS projects that will be funded include:

Project Name	State	Description
Carrizo Plain NM	CA	Complete research and develop interpretative plans for El Saucito Historic Ranch.
Colorado Canyons NCA	CO	The BLM would work with the community and the trails groups to gain assistance in maintenance and care of trails management and facility issue.
Lewis and Clark Commemoration	MT	BLM would leverage its funding through partners to improve the resource interpretative materials and programs as will as enhance its outreach association to environmental

Project Name	State	Description
		stewardship.
Agua Fria NM	AZ	Increase on-the-ground visitor services and resource interpretation.
El Camino Real National Historic Trail	NM	Survey, recordation, test, and interpret historic campsites for public appreciation.
Gila Box NRA Cultural Site	AZ	Enhance restoration and interpretative activities at Historic Ranch House.
Camino Real National Historic Trail	NM	Interpret the San Diego historic sites.
Steens Mountains CMPA	OR	Design and construct interpretative panels to increase public appreciation of the resources.
Lower Deschutes WSR	OR	Implement the river management plan.
Iditarod National Historic Trail	AK	The BLM would be able to substantially improve its resource interpretative outreach to school child in Alaska and the lower 48 states.
Missouri WSR	MT	Reprint river float guide.

Cost Recovery Savings, Special Recreation Permits, (-\$300,000) – Cost recovery savings will be achieved by charging users for the costs BLM incurs in permitting and managing special recreation events. The new recreation regulations effective October 1, 2002 established a new threshold of requiring cost recovery after 50 hours of staff time processing a permit. BLM is currently implementing these new regulations which will double the number of SRPs issued using cost recovery which is anticipated to generate sufficient funds to offset this proposed reduction.

Information Technology, (-\$839,000) -The Department and BLM are undertaking significant information technology reforms to: improve the management of IT investments, enhance the security of IT systems and information, and realize short and long-term efficiencies and savings. The Department is taking a corporate approach that will include consolidated purchases of hardware and software, consolidation of support functions including helpdesks, email support, web services, and training. Savings will be possible by reducing, but not eliminating, IT support services at Bureau field offices and consolidating these services at the national level.

Reductions to specific BLM IT systems are also proposed. These reductions are possible because of deferring or canceling system enhancements on the Management Information System; the Federal Human Resource Information System; the Smart Card program; the Corporate Metadata Repository; the IT Enterprise Information Portal; LAWNET, which tracks law enforcement incidents and responses; Tivoli, a management tool that permits updates of software from remote locations; and Nobility, which standardizes the Bureau's efforts to automate the NEPA process.

RECREATION RESOURCES MANAGEMENT PERFORMANCE SUMMARY

DOI Strategic Goal: Recreation						
End Outcome Goal: Improve access to appropriate recreation opportunities on DOI managed and partnered lands and waters.						
End Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Satisfaction of meeting public demand for recreation as measured by a general public survey.	93%	--	93%	95%	95%	+0
Intermediate Outcome Goal 1: Improve capacities to provide access for recreation.						
Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Effective Implementation: Number of DOI management units with activities available, where appropriate, for: Camping (number); Driving (number); Off-Highway Vehicle (number); Fishing (number); Swimming (number); Wildlife Observation (number).	Not Measured	Not Measured	Not Measured	Establish Baselines	Establish Initial Target	N/A
Disability Access: Percent of universally accessible programs and facilities in relation to the total number of sites:						
Percent universally accessible programs	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Percent universally accessible facilities	3.0%	5.0%	5.1%	7.0%	9.0%	+2.0%
Intermediate Outcome Goal 2: Promote recreation opportunities.						
Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Efficient Transactions: Number of on-line recreation transactions supported by DOI (# of people served; # of transaction opportunities).	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Effective Signage: Percent sites with effective signage coverage (including multi-agency and international signage, where appropriate).	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Intermediate Outcome Goal 3: Manage recreation activities seamlessly.						
Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Enhance Partnerships: Percent recreation areas with community partnerships.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Volunteers: Number volunteer hours per year supporting recreation goals.	534,100 hours	530,000 hours	Report being compiled	535,000 hours	540,000 hours	+5,000

RECREATION RESOURCES MANAGEMENT PERFORMANCE SUMMARY**End Outcome Goal: Ensure a quality experience and enjoyment of natural and cultural resources on DOI managed or partnered lands and waters.**

End Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Satisfaction of meeting public demand for recreation as measured by a general public survey.	90%	92%	No Data Reported	92%	94%	+2.0%

Intermediate Outcome Goal 1: Enhance the quality of recreation opportunities.

Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Effective Management: Percent of recreation sites with plans reflecting current recreation use needs. (BLM Measure)	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Facilities Condition: Facilities are in fair or better condition as measured by the Facilities Condition Index.	84%	81%	87%	82%*	84%	+2.0%

Intermediate Outcome Goal 2: Provide effective interpretation and education programs.

Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Facilitated Programs: Number of visitors served by facilitated programs.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

Intermediate Outcome Goal 3: Ensure responsible use in recreation.

Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Sustainable Use: Reduce the number of recreation sites or areas where level of visitation has significantly damaged natural or cultural resources.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Appropriate Use: Number of incidents reported at recreation areas. (BLM Measure)	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

Intermediate Outcome Goal 4: Improve assessment and information for decision making.

Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Management Plans: Percent of areas available for recreation opportunities that are covered by current management plans based on land use plan evaluations.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Baseline Information: Increase % of recreation areas with adequate information available to support management decisions.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

RECREATION RESOURCES MANAGEMENT PERFORMANCE SUMMARY**End Outcome Goal: Provide for and receive fair value in recreation.**

End Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Customer satisfaction with value of fee paid.	84.3%	85.0%	No Data	85.0%	85.0%	+0.0%
Report total recreation revenues collected. (\$MMs) (BLM Measure)	\$8.8	\$9.0	Data being compiled	\$9.5	\$9.5	+\$0

Intermediate Outcome Goal 1: Promote quality commercial services for recreation.

Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Increase Competition: Percent of concession activities with performance-based contracts.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Commercial Permits: Percent satisfaction with commercial recreation permitting process. (BLM Measure)	70%	--	71%	75%	75%	+0

Intermediate Outcome Goal 2: Effectively manage commercial service fees and user fees.

Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Revenue Per Unit-of-Service Concession Fees: Average \$ of revenue collected per visit per land management unit.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A

Primary Outputs funded by this subactivity:

	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Inventory Recreation Resources (acres).	3,989,000	5,260,000	4,740,000	3,890,000	5,000,000	+1,110,000
Assess Linear Recreation Resources (miles).	1,590	14,300	17,700	15,000	1,800	-13,200
Assess Nationally Designated Rivers and Trails (number).	1,520	1,120	1,150	1,090	1,090	+0
Prepare Recreation Activity Plans (number).	40	62	52	45	55	+10
Process Commercial and Group Special Recreation Permits (number).	2,280	1,905	2,195	2,000	2,800	+800
Issue and Manage Recreation Use Permits (number).	455,900	469,900	525,650	475,000	665,000	+190,000
Process and Manage Non Commercial Special Recreation Permits (number).	49,000	24,100	27,000	2,400	59,500	+57,100
Construct/Maintain Recreation Sites (number).	205	258	252	280	300	+20
Construct/Maintain Trails (miles).	650	350	380	380	400	+20
Road Construction/Maintenance (miles).	125	150	150	150	150	+0
Evaluate Recreation Areas (acres).	1,390,000	1,062,000	1,328,900	980,000	1,300,000	+320,000
Monitor Wilderness and Wilderness Study Areas (acres).	1,863,000	800,200	800,200	0	0	+0
Evaluate Designated Rivers and Trails (miles).	2,600	1,970	2,140	2,500	3,000	+500
Evaluate Linear Recreation Management Objectives (miles).	5,055	2,835	3,005	2,080	2,080	+0
Inspect Commercial Special Recreation Permits for Compliance (number).	2,625	2,270	2,520	2,200	3,400	+1,200

* Due to changing priorities with more emphasis and funding on sign strategy and competitive sourcing, will not be able to maintain our large increase in Facility conditions but will maintain what we have based on past outcomes.

Activity: Recreation Management

Subactivity: Recreation Operations (Fees)

SUBACTIVITY SUMMARY (\$000)

	2002 Actual Amount	2003 Estimate Amount	Uncontrollable & Related Changes (+/-) Amount	Program Changes (+/-) Amount	2004 Budget Request Amount	Inc(+) Dec(-) from 2003 Amount
\$(000)	905	1,000	0	0	1,000	0
FTE	16	15	0	0	15	0

2004 PROGRAM OVERVIEW

The 2003 budget request for the Recreation Operations program is \$1,000,000 and 15 FTE.

This subactivity supports the Recreation mission goal from the Department's Draft Strategic Plan by ensuring a quality experience and enjoyment of natural and cultural resources on public lands. Key intermediate outcome measures of performance include enhancing the quality of recreation opportunities (see "Recreation Operations (Fees) Performance Summary" at the end of this subactivity discussion). Funds in this program are generated from receipts collected at certain BLM recreation sites and are used to improve the condition of recreation facilities from which fees are collected. Specifically, the fees are used for recreation facilities maintenance, capital improvements, and general operational costs at the fee sites. In addition, fees collected by issuing special recreation permits are also deposited in this account. The *Omnibus Budget Reconciliation Act of 1989* amended the *Land and Water Conservation Fund Act* and further expanded collection authority for recreation use fees, directing that fees be deposited into a special account established for each agency in the Treasury of the United States. Funds deposited in the account are subject to appropriation in the following fiscal year through the Management of Lands and Resources appropriation and are available until expended.

In 1993, Congress further amended the recreation fee collection provisions of the *LWCF Act*. The amendments allowed the BLM to retain and spend up to 15 percent of recreation receipts collected during the current year to offset fee collection costs, to assess fees for a much broader range of recreation sites, and to charge an entrance fee for National Conservation Areas. The 1993 amendments also expanded the ability to charge for Federal recreation passports, such as Golden Age and Golden Access.

The BLM currently collects all recreation fees under the authority of the Recreational Fee Demonstration program, which was authorized through the *1996 Interior and Related Agencies Appropriations Act*, and extended through subsequent appropriation acts. All LWCF recreation

sites have been converted to demonstration projects to broaden BLM's ability to manage the fee program and to work more effectively with the public in determining fee rates. Since Congress removed the limit of 100 projects, the BLM has converted all remaining LWCF recreation sites to demonstration projects. These conversions have shifted collections from authority under the *LWCF Act* to authority under the Recreational Fee Demonstration program. This has resulted in reducing the revenue available for appropriation in this subactivity. (For more information on the Recreational Fee Demonstration program, refer to the Permanent Operating Funds section of this document.)

In 2004, the BLM's goal is to maintain recreation fee collections at the 2003 level of \$9,500,000. These fees will be collected entirely under the authority of the Recreational Fee Demonstration program.

Under both the LWCF Act and the newer Recreational Fee Demonstration program, the fee structure at each site is periodically evaluated to ensure that the fees are comparable to similar sites in the surrounding area. These fees, combined with appropriated funds, are used to maintain buildings, shelters, water supply systems, fences, parking areas, and landscaping; to pump vault toilets and dump stations; to replace or repair broken or non-functioning facilities; to modify facilities to accessibility standards; and to collect trash at recreation sites.

Under the Recreational Fee Demonstration program, the Bureau increased its recreation fee projects from 10 in 1997, to 100 projects in 1999. Beginning in 2003 all Bureau fee sites will be operating as recreation fee projects. The projects have varying fees structures depending upon the day of week or season of use (Deschutes River, Oregon, and Anasazi Heritage Center, Colorado), free use days (Red Rock Canyon, Nevada, and National Historic Oregon Trail, Oregon) and standardized entrance fees (Yaquina Head, Oregon, and Milner Recreation Sites, Idaho). Service fees, automated fee collection machines, third-party collection contracts, volunteer fee collectors, entrance booths, donations, self-serve pay stations, reservation systems, fee collection through the mail for permitted areas, special recreation permits for competitive and organized groups, and online Internet reservation payment with credit cards are examples of new collection methods the BLM has used as a result of the Recreational Fee Demonstration program.

The overwhelming majority of 2001 survey respondents (93.0 percent) reported favorably on the overall quality of their recreation experience at BLM sites, with the highest user satisfaction associated with staff services, recreation use management, and physical facilities. Respondents believe that entrance fees or fees for services at the site were "about right," with an average score of 3 on a scale of 5 with 1 being "far too low" and 5 being "far too high." When asked about value received for the fee paid on a five-point scale from "strongly disagree" to "strongly agree," 84.3 percent of respondents agreed or strongly agreed that the value of their recreation experience at least equaled the fees paid.

The BLM's recreation fee collection increased from \$3.3 million in 1996 to \$9.5 million in 2002, with fee demonstration projects accounting for \$8.65 million of the 2002 total. The Bureau received approximately \$191,160 from Federal recreation passports such as Golden Eagle, Golden Age, and Golden Access that it issued in 2002.

The Bureau's overall deferred maintenance backlog for over 2,097 recreation sites and nearly 16,155 miles of trail currently totals approximately \$61.3 million. This figure does not include deferred maintenance needs associated with the transportation infrastructure providing access to the recreation sites. Annual maintenance for the Bureau's recreation sites is about \$14.6 million. According to the Bureau's 2002 Facility Inventory and Maintenance Management System, 948 (61 additional sites over last year, 45 percent of all sites) of the Bureau's recreation sites are in good condition, 875 (49 additional sites over last year, 42 percent, of the total) are in fair condition, 204 (10 fewer sites than last year, 10 percent of the total) are in poor condition, and 70 (45 fewer than last year, 3 percent of the total) are in unsatisfactory condition.

The Bureau asked each demonstration area to provide the top five deferred maintenance or enhancement projects for 2001-2002. The top five deferred maintenance projects from each of the 100 recreation fee demonstration projects that charged fees in 2002 totaled approximately \$27.3 million. During 2002, approximately \$2 million from recreation fee collections was spent on deferred maintenance projects. The Bureau will spend approximately \$24.3 million from all sources on deferred maintenance, annual maintenance, and enhancement projects for these sites during 2002. Site managers have spent nearly 83.6 percent of the revenue collected throughout the duration of the Recreational Fee Demonstration program.

Projects that have been completed or started are quite varied in nature, and include the following accomplishments:

Repair and Maintenance - Recreation fee revenues have been used for maintaining existing facilities; repairing roofs; paving and grading roads and bridges; repairing equipment and vehicles; adding communication systems; repairing gates, fences and flood damage; and repairing, replacing, installing, and expanding water systems.

Improving Visitor Services - Recreation fee revenues have been used for retrofitting restrooms and providing access to picnic areas for persons with disabilities; repairing existing restrooms or constructing new ones; landscaping recreation sites; expanding campgrounds; adding new grills and tables; constructing trails and additional tent pads; creating and adding directional signs; repairing, replacing, and constructing boat ramps; replacing and constructing boat and fishing docks; developing exhibits and other outreach materials; and designing and creating interpretive displays and brochures.

Providing for Fee Collection - Recreation fee revenues have been used for constructing fee collection facilities, purchasing and installing lighting for exhibits and kiosks, adding seasonal positions, and expanding partnerships.

	2002 Actual (\$000)	2003 Estimate (\$000)	2004 Estimate (\$000)
TOTAL FEES COLLECTED*	8,653	9,500	9,500
PROJECTS APPROVED FOR USE OF FEES:			
Number of approved projects	400	400	400
Dollar amount of approved projects	10,000	10,000	10,000
Unobligated balance	5,633	5,208	5,508
OBLIGATIONS BY TYPE OF PROJECTS			
Visitor Services**	3,000	2,900	3,000
Resource Protection**	600	800	1,000
Health and Safety Maintenance**	2,614	3,000	3,700
Collection Costs**	1,800	1,600	1,400
Other**	1,064	900	900
Total Obligations	9,078	9,200	10,000
End of year cumulative unobligated balance (cumulative fees collected minus cumulative obligations)	5,208	5,508	5,008
Total Expenditures (Outlays)	8,111	8,900	9,500
*Includes Golden Eagle; Golden Age; Recreation Fees			
** Estimates for 2003			

2002 PROGRAM PERFORMANCE ACCOMPLISHMENTS

In 2002, the major accomplishments in the Recreation Operations (Fees) program included the following:

- **Campbell Creek, Alaska** - Fee Demonstration revenues have allowed the Campbell Creek site to develop a premier environmental education program in partnership with local schools. The programs developed include the Earth Ranger Academy (a 3-day program about ecosystems for 6th graders), Earth Science Day (about geologic time, gold mining, minerals, and glaciers), Outdoor Week (a major annual outdoor event with hands-on science activities for local 6th-grade students), and Project WET (a major annual water education event for 4th-grade students). This year approximately 25,000 school children, teachers, and members of the public participated in these programs.
- **Aravaipa Canyon Special Recreation Management Area, Arizona** - Fees collected during 2002 were used to assist in the development of a web-based reservation system. This system enables visitors to make reservations and payments online that are processed, deposited to appropriate BLM accounts, and reported in the Bureau's Management Information System. This system has greatly enhanced issuing permits (making it much

more convenient and faster for the public) and has allowed BLM to pilot an e-commerce portal through which all BLM transactions can occur merely by establishing an account in the Collections and Billings System and an appropriate input page on BLM public websites.

- **Gunnison Gorge, Colorado** - Fee Demonstration revenues were used to partially fund an additional river ranger and visitor services position to increase on-the-ground public services and provide for week-long coverage in the Gunnison Gorge Wilderness. Increased coverage reduced the number of non-compliance incidents, such as illegal campfires and firewood cutting, and improper disposal of human waste. Fees were also used to pay for vehicles, training, and other equipment and supplies needed for this new position and the other river ranger positions funded by the NCA recreation program.
- **Holter and Hauser Lake, Montana** - In 2002, BLM used fee revenues to address several priority needs identified by the public during the previous year. BLM planted about 340 seedless cottonwood, ash, aspen, golden willow, chokecherry, ponderosa pine and spruce trees averaging about 15 to 20 feet tall at Devil's Elbow Campground to promote shade and enhance visitor experiences. A drip irrigation system was installed to ensure favorable growing conditions and protect BLM's investments. Two additional concrete toilets, 25 new picnic tables, 6 water faucets, and additional access trails were added to the site to better meet accessibility standards. Much of the trail work was achieved through partnership efforts with local youth groups such as the Boy Scouts and the Montana Conservation Corps. In addition, BLM entered into a contract for upgrading facilities at three key sites in 2003. This project will be cost-shared (50-50) between BLM and the Pennsylvania Power and Light of Montana under Federal Energy Regulatory Commission re-licensing agreements.
- **Kasha-Katuwe-Tent Rocks National Monument, New Mexico** - The Cooperative Agreement between the BLM and the Pueblo de Cochiti was updated in 2002, and will continue to enhance resource management and land use planning. The Assistance Agreement signed between BLM and Sandoval County has been successful in maintaining the 5-mile access road. The county has provided the labor and equipment and BLM has provided the materials. The University of New Mexico has provided comprehensive information on the unique geology, and a portion of the fees will be used to design and install interpretive geologic panels at the Monument. The fees were used to purchase an additional vault toilet located in the expanded parking area. Due to the increase in visitation, additional parking and picnic areas were designed and installed using fee revenues. Fees also purchased two new picnic tables, three benches, a second bear-proof trash receptacle and informational signs.

2003 PROGRAM PERFORMANCE ESTIMATES

In 2003, significant planned accomplishments include the following:

- **Repair and Maintenance** - Recreation fee revenues will be used for maintaining existing facilities; repairing roofs; paving and grading roads and bridges; repairing equipment and

vehicles; adding communication systems; repairing gates, fences and flood damage; repairing, replacing, installing, and expanding water systems; and controlling weeds.

- **Improving Visitor Services** - Recreation fee revenues will be used for retrofitting restrooms and providing access to picnic areas for persons with disabilities; improving restrooms; landscaping recreation sites; expanding campgrounds; adding new grills and tables; constructing trails and additional tent pads; creating and adding directional signs; repairing, replacing, and constructing boat ramps; replacing and constructing boat and fishing docks; developing exhibits and other outreach materials; and designing and creating interpretive displays and brochures.
- **Providing for Fee Collection** - Recreation fee revenues will be used for constructing fee collection facilities; purchasing and installing lighting for exhibits and kiosks; adding seasonal staff; and expanding partnerships.

The following are examples of collaborative and cooperative management activities and projects that have been and will continue to be funded in Recreation Operations (Fees) program.

- **South Fork Snake River, Kelly Island Recreation Site, Idaho** – The South Fork of the Snake River fee project is a partnership with U.S. Forest Service, Idaho Department of Fish and Game, and Bonneville, Madison, and Jefferson counties. Funding continues to be used for operation and maintenance of ten sites located on the South Fork Snake River. This project was included as part of the statewide Visit Idaho Playgrounds Pass program.
- **Winnemucca Field Office, Nevada** – The BLM will continue to assist in a number of high visibility projects undertaken by volunteers (over 2,500 volunteer hours were spent this summer in the NCA). For example, a visitor contact station is operated with the assistance of volunteers at the Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area. The contact station sells maps, gives advice about recreation opportunities, interprets the cultural and resource values of the area, and relays safety and regulatory concerns to visitors. Volunteers and staff also monitor and assist with over 15 permitted events on the Black Rock Desert Playa, assuring that stipulations are met and public safety is achieved.
- **Little Sahara Recreation Area, Utah** - Fee revenues are used to: purchase and install a number of pre-cast concrete vault toilets at locations receiving heavy visitor use; install video surveillance cameras inside the visitor center and at the entrance station; and paint three potable water tanks. A State of Utah OHV matching grant assisted in funding the purchase of the concrete vault toilets.

RECREATION OPERATIONS (FEES) PERFORMANCE SUMMARY

DOI Strategic Goal: Recreation						
End Outcome Goal: Improve access to appropriate recreation opportunities on DOI managed and partnered lands and waters.						
End Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Satisfaction of meeting public demand for recreation as measured by a general public survey.	90%	92%	No Data Reported	92%	94%	+2.0%
Intermediate Outcome Goal 1: Improve capacities to provide access for recreation.						
Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Disability Access: Percent of universally accessible programs and facilities in relation to the total number of sites:						
% universally accessible programs	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
% universally accessible facilities	3.0%	5.0%	5.1%	7.0%	9.0%	+2.0%
Intermediate Outcome Goal 3: Manage recreation activities seamlessly.						
Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Volunteers: Number volunteer hours per year supporting recreation goals.	534,100 hours	530,000 hours	Report being compiled	535,000 hours	540,000 hours	+5,000
End Outcome Goal: Ensure a quality experience and enjoyment of natural and cultural resources on DOI managed or partnered lands and waters.						
End Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Satisfaction with quality of experience (recreation experience).	90%	92%	No Data Reported	92%	94%	+2.0%
Intermediate Outcome Goal 1: Enhance the quality of recreation opportunities.						
Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Facilities Condition: Facilities are in fair or better condition as measured by the Facilities Condition Index.	84%	81%	87%	82%	84%	+2.0%

RECREATION OPERATIONS (FEES) PERFORMANCE SUMMARY

Intermediate Outcome Goal 2: Provide effective interpretation and education programs.						
Intermediate Outcome Measures:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Facilitated Programs: Number of visitors served by facilitated programs.	Not Measured	Not Measured	Not Measured	Establish Baseline	Establish Initial Target	N/A
Primary Outputs funded by this subactivity:	2001 Actual	2002 Plan	2002 Actual	2003 Plan	2004 Proposed	Change in Performance (2003 to 2004)
Process Commercial and Group Special Recreation Permits (number).	65	9	12	0	0	+0
Issue and Manage Recreation Use Permits (number).	9,000	7,100	8,150	0	0	+0
Construct/Maintain Recreation Sites (number).	20	19	21	20	0	-20
Inspect Commercial Special Recreation Permits for Compliance (number).	10	15	20	20	0	-20